

allocation after relocation of the worst three microwave stations by each licensee and up to 36 percent of the Chicago area would have no spectrum available. In Houston, only 13.5 MHz of useable spectrum would be available, on average, with a 20 MHz allocation after relocating the three worst-case incumbents in each PCS licensee's spectrum block and up to 35.2 percent of the Houston area still would have no spectrum available for PCS.^{11/} These results are, again, only averages; in each case, significant geographic portions of the market are blocked entirely by microwave users.^{12/}

Studies have focused on major markets for good reason. If PCS cannot be brought to the major population centers of the United States, it will never emerge as an effective telecommunications service. Moreover, some 50 percent of Americans live in or near the top ten major trading areas, where microwave congestion is and will be a significant problem. However, microwave usage is not solely a large city phenomenon. Microwave users operate throughout the United States, in mid-size cities, small towns, and rural areas. Cities such as Orlando, Florida (36 paths, 32 public safety) and even Tulsa, Oklahoma (24 paths, 11 public safety) and Bismarck, North Dakota (15 paths) have significant microwave usage.^{13/} Microwave congestion under allocations as small as 20 MHz will be a fact of life even in sparsely populated areas, because a single microwave user can block all spectrum in a PCS licensee's assigned frequencies. Microwave congestion in the 2

^{11/} See Engineering Supplement of J. Barclay Jones, Attachment A to Letter from Wayne N. Schelle to Chairman Alfred C. Sikes (Gen. Docket 90-314, Jan. 8, 1992).

^{12/} For this reason, it is meaningless to point out that the Hong Kong digital cellular system has been allocated only 5 MHz of clear spectrum. This allocation would be uniformly clear throughout the entire geographic area to be served; under an allocation that yields an effective average of 5 MHz, after sharing, entire geographic areas would be blocked out entirely by microwave use. Moreover, PCS is not digital cellular. Because of the size of this allocation (which may have to be supplemented to meet capacity demands when commercial service is inaugurated), the Hong Kong system will be limited to compressed voice service. PCS in the United States will be much more than simply a voice service (as will, for that matter, cellular).

^{13/} See Comsearch, Microwave Path Usage On 1850-1990 Band (Gen. Docket 90-314, April 1993).

GHz band is a nationwide problem demanding a nationwide solution.

The fact that some PCS applications will permit some use of microcells -- generally defined as base stations with radii of 1000 feet -- does not obviate the need for a sufficient spectrum allocation. To begin with, any vision of a PCS based entirely on microcells is not in the business plan of any PCS Action member (or any PCS proponent of which we know). Base station radii of up to three miles will be necessary for cost-effective deployment of PCS, even in metropolitan areas but especially in less densely populated areas; a vision of PCS based entirely on 1000-foot microcells no longer exists.^{14/}

B.

Delays Implicit in Relocation. PCS will enter a highly competitive marketplace in which entrenched cellular entities have achieved wide-area, regional coverage. To be competitive with cellular and wide-area ESMR services, PCS will be forced to build out entire systems for an initial launch. The vast majority of the base stations in a PCS system must be active when the service is offered to the public or PCS will fail to gain a competitive foothold. PCS, then, cannot afford the luxury of rolling out its service gradually as cellular did in the competition-free environment of the mid-1980s. Systems elsewhere in the world recognize the imperative of building virtually complete systems by the first day of commercial launch; in the United Kingdom, Mercury Personal Communications built 250 cell sites before turning on the first user, and in Germany, the PCS licensee will have to build thousands of cell sites before launching its wide-area service. PCS licensees must have a sufficient amount of spectrum to permit wide-area service to be initiated on the first day of commercial launch.

Beyond doubt, delay in the full inauguration of PCS must be avoided. Insufficient spectrum allocations, however, would

^{14/} And, of course, comparing digital PCS to analog cellular is misleading -- cellular carriers are converting to digital technologies with the same efficiency as PCS digital technologies and are implementing these technologies in 25 MHz of clear spectrum. The need to accommodate current analog users of spectrum may require part of a cellular carrier's spectrum to be reserved. However, the magnitude of that reservation will not approach the level of spectrum preemption that incumbent microwave users will cause to PCS licensees, and alleviation of the cellular reservation is entirely within the control of the cellular licensee.

stall PCS implementation and development in markets across the country because PCS licensees would not have access to the spectrum needed to implement PCS. PCS licensees would be forced to abandon the sharing technologies that the Commission has found so valuable and revert to a mandated band-clearing strategy. Forcing a clearing of the band would provoke delays of two types.

First, too-small allocations would prevent PCS licensees from having sufficient spectrum even to begin PCS implementation in the near term. Comsearch, an independent frequency coordination firm, has found that a 20 MHz PCS allocation would require 100 percent of public safety licensees and 50 percent of all licensees to be relocated during the first three years after PCS licensing.^{15/} PCS licensees thus would be forced for their very survival to begin negotiations with incumbent microwave users during the "transition period."

During this "transition period," microwave users would be under no obligation to relocate or to limit their demand for payment to their costs of relocating. PCS licensees, fresh from paying auction prices to attain PCS spectrum, would be forced to negotiate in an open market -- essentially, a second, private auction -- to gain access to the very spectrum they had been licensed. Microwave licensees, moreover, will have every incentive to attempt to reap the perceived market value of the spectrum they have been licensed. These negotiations would be inordinately time-consuming and expensive, delaying service to the consumer and driving up the cost of the service that ultimately will be provided. Under this scenario, PCS stands to lose the very characteristic that has driven the optimism of the PCS industry -- the ability to offer a low-cost, mass market service that will meet, for the first time, the tetherless telecommunications needs of the majority of the American public.

Second, even if negotiations can be completed successfully, the logistics of relocating microwave licensees would cause significant time delays. Too-small spectrum allocations would require all PCS licensees to be working to relocate microwave users at essentially the same time. Equipment for relocation bands, which are just now being rechannelized by the Commission, would have to be produced in mass quantities in time for this relocation; innumerable engineers would have to be deployed to effectuate the relocation. Although some have intimated that relocation of

^{15/} See Comsearch, Spectrum Allocations and Their Impact on Microwave User Relocations: A Case Study (April 12, 1993).

microwave users requires little more than switching microwave radios, this is not the case. Many systems are complex with multiple paths, and will require substantial time to perform the frequency coordination, engineering, licensing and installation. Today this process often takes 18 months for a single link. If relocations such as these will be necessary in every major market in virtually the same time frame, the industry will be unable to respond and the inauguration of PCS will be inevitably delayed.

The public interest demands that PCS be implemented as quickly as possible. Until PCS is implemented, cellular will not be subjected to full and direct price and service competition; American consumers will be harmed by delay.^{16/} As all the studies that have been performed show conclusively, PCS is a highly demanded service.^{17/} PCS will create 300,000 high-quality new jobs for Americans.^{18/} It will permit our service and manufacturing sectors to seize the lead in a \$214 billion industry wireless market by the year 2000.^{19/} PCS also will provide competition to existing telecommunications services, competition that the FCC has estimated will save consumers billions of dollars.^{20/} Because of the benefits PCS can bring to American consumers, our economy and our balance of trade, both houses of Congress have crafted legislation

^{16/} See General Accounting Office, Telecommunications: Concerns About Competition in the Cellular Industry (July 1992). In the United Kingdom, both cellular carriers lowered their prices between 12 and 16 percent six weeks before Mercury PCS was scheduled to be introduced to the public.

^{17/} See supra notes 2-4.

^{18/} See Letter from Kurt A. Wimmer to Cora Beebe, Office of Management and Budget, April 15, 1993 (PCS will create 280,867 jobs) (attached); see also Talorator, Why Personal Communications Services Need to Be at the Top of the Domestic Policy Agenda ("New, emerging PCS businesses promise to create 250,000 new jobs").

^{19/} "Global PCS," Presentations by James P. Caille, Vice President, Motorola, Inc., before ABA/FCBA International Telecommunications Seminar, June 8, 1993.

^{20/} See Letter from Alfred C. Sikes, Chairman, FCC, to President George Bush, April 28, 1992, at 14 (regulatory review finding that PCS will save American consumers between \$2 billion and \$5 billion per year by providing competition to cellular telecommunications).

requiring quick regulatory action to begin the licensing of PCS. Insufficient spectrum allocations would frustrate the very goals Congress expected to achieve by mandating quick regulatory action.

III.

Other Reasons for 40 MHz Assignments

As pivotal as the microwave congestion issue is to the debate over spectrum allocations, it is not, by any means, the sole reason for an allocation of 40 MHz per PCS licensee. Throughout the world, countries have forced incumbent microwave users to vacate the 2 GHz band altogether to accommodate PCS and then have granted 30-50 MHz of clear spectrum to PCS licensees. In the United Kingdom, for example, two PCS licensees each have been allocated 50 MHz of clear spectrum, and in Germany, one PCS licensee has been allocated 30 MHz of clear spectrum. This is not inefficient or uninformed spectrum management policy on the part of these countries, to be sure; rather, these countries are seizing the opportunity to permit PCS to provide much more than simply a digital cellular service. The same path should be followed here.

The Population to be Served. Cellular companies serve some 4 percent of the United States' population on 25 MHz of clear spectrum, and now claim to be at capacity in major markets. Independent marketing studies suggest that between 40 and 60 million Americans -- up to 25 percent of the population of the United States -- will subscribe to PCS. Even if clear spectrum were being assigned to PCS licensees, a significant amount of spectrum would be necessary to serve such a vast number of Americans even with efficient digital technology.^{21/} In fact, a comprehensive study on spectrum requirements performed by Telocator found that PCS operators will need

^{21/} Although PCS will utilize efficient digital technology, cellular carriers too are converting to technology promising the same degree of efficiency. The claim that "less is more" because PCS can utilize tiny microcells and even picocells to reuse spectrum more effectively is a complete red herring. No one questions that cellular licensees could install smaller cells as well. This vision, moreover, is based on the limited, small-cell-only vision for PCS held by our competitors. Even assuming such systems would be built, this requirement would significantly raise the cost of initiating PCS service.

between 36 and 49 MHz of clear spectrum each to service the public's demand for PCS.^{22/}

The Need for Wireline-Quality Voice. Voice quality is a crucial issue emerging from the American studies of the potential market for PCS. American consumers will demand wireline-quality voice transmission. If wireline-quality voice cannot be achieved, PCS will not be able to break the local exchange monopoly and provide competition in the local residential service. High-quality voice transmission demands high-capacity voice coders ("vocoders"). Vocoder rates providing high voice quality cannot be accommodated in very narrow spectrum allocations. The Telocator spectrum study also found that 36-49 MHz of clear spectrum per licensee would be required for an "optimistic" deployment of current technology using 32 Kbps voice coding.^{23/} The implementation of effective in-building PCS, or any other PCS uses that will require consumers to replace traditional wireline services with wireless service, will require wireline-quality voice transmission.

The Need for Data Transmission. PCS is, emphatically, more than a voice service. Wireless data transmission is one of the most highly demanded members of the PCS family of services. Wireless computing devices -- including laptop and notebook computers as well as "personal digital assistants" -- must be served by a robust and high-quality digital transmission system. Wireless facsimile services and data modem communications alone will require 32 Kbps transmission for acceptable performance; advanced digital interfaces such as wireless ISDN will require at least 64 Kbps per user. Given any significant level of penetration and usage, these services simply cannot be wedged into allocations smaller than 40 MHz per PCS licensee.

PCS is ideally positioned to provide an infrastructure for wireless computing. In addition, PCS can and should take the lead in facilitating the United States' next-generation information infrastructure by providing high-speed, high-capacity wireless data transmission. These services will

^{22/} See Telocator PCS Technical and Engineering Committee, Telocator Spectrum Estimates for PCS Report: An Analysis of Clear Spectrum Required to Support Emerging PCS Services 3 (1992). The study noted that its estimate "will understate the amount of spectrum needed if significant fixed microwave links remain in service after 2002." *Id.* at 8.

^{23/} See *id.* at 3.

encompass high-speed wireless facsimile services and large-capacity data transmission services. The new high capacity, wired computer networks are expected to be image and video driven. Newspapers, for example, will deliver news on personal digital assistants with on-command videos of events and sound recordings of speeches, not mere scrolling of text. More fundamentally, if the personal digital assistant of the future cannot match the wired computing network's ability to decompress a multimedia file on the fly or to support a video call, the future mobile user and the mobile network will be cut off from the standard way of doing business.

These new applications will require significant bandwidth. Using an asymmetric algorithm, for instance, every multimedia session would require occupying bandwidth that could have accommodated simultaneous voice channels ranging in number from approximately 10 (at vocoder rates of 32 Kbps) to 50 (at 9.6 Kbps). This demand for bandwidth makes it very unlikely that PCS can provide high-speed data services if these services must contend for less than 40 MHz of shared spectrum. PCS's potential data applications would be forever lost under 20 MHz and 30 MHz spectrum allocations.

The Potential for Information Services. PCS also can provide highly demanded information services, including graphics, imaging, and, in time, compressed video in real time. These applications will permit advances in health care delivery and education, particularly in less densely populated areas, and could revolutionize how businesses communicate. The potential for cutting-edge wireless multimedia applications is an important part of our vision for PCS; this vision will expand access to information to large sectors of the American public that have not yet been able to participate in the telecommunications revolution. These services will be lost to the American public if PCS does not receive an adequate spectrum allocation.

IV. Rural Allocations

Some may argue that rural areas will not require the same intensive use of the spectrum that will occur in densely populated urban areas. One should not, however, leap to the conclusion that it is an inefficient use of spectrum to allocate 40 MHz per licensee throughout the United States, including in rural areas. Rural telephone companies may put PCS spectrum to intense use by serving traveling and commuting subscribers from surrounding areas and using another portion of PCS spectrum to replace archaic wired infrastructures with advanced, cost-effective digital wireless voice and data

services. The flexibility of use inherent in PCS spectrum may finally permit those living in rural America to be every bit as advanced a part of our national telecommunications infrastructure as are our urban citizens.

The fact that all rural areas may not require 40 MHz per PCS licensee should not be seen as inefficient but instead should be viewed as a necessary side-effect of the manner in which the Commission has allocated spectrum for more than 60 years. It also could be argued, for example, that it is inefficient to protect the same 400 MHz of spectrum for VHF and UHF television in Truth or Consequences, New Mexico and New York City. It is undoubtedly more efficient to license PCS spectrum to some entity, even in rural areas, than to permit it to lie unassigned and fallow. It would make little sense to create a regional patchwork quilt of allocations, and it would make even less sense to define the services that will be available in cities by spectrum needs that are perceived in less-populated areas.

V. Conclusion

PCS can reach its full potential in the United States only if PCS licensees have access to a sufficient amount of spectrum to avoid interference to incumbent microwave users, provide high-quality voice and high-capacity data transmission services, and respond to the service demands of consumers in both urban and rural America. The studies objectively addressing PCS spectrum requirements unanimously point to the option of assigning PCS licensees 40 MHz each. With this allocation scheme, PCS can be implemented swiftly; it can reach millions of Americans; it can provide high-quality voice and data services; and it can energize the telecommunications marketplace, creating jobs, competition, and tax revenue. It will permit the United States to move ahead in world competition and strengthen our domestic economy. With the critical needs at stake, the Commission can afford to do no less.

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April 15, 1993

BY MESSENGER

Ms. Cora Beebe
Office of Management and Budget
New Executive Office Building
725 17th Street, N.W., Room 9202
Washington, D.C.

Re: Personal Communications Services

Dear Cora:

As we discussed last week, we have estimated that the inauguration of personal communications services ("PCS") would create 300,000 good new jobs. This estimate is consistent with an estimate by Telocator¹ that 250,000 service jobs and 50,000 manufacturing jobs would be created by the implementation of PCS. Telocator also has estimated that 60,000,000 Americans will subscribe to PCS by the year 2002.

Our specific analysis shows that PCS will create some 280,867 jobs by the year 2000 (or by 2002 under Telocator's projections). These jobs would be created in three broad categories: direct employment by PCS companies, indirect employment, and manufacturing employment.

Direct Employment (102,134 jobs). The analysis begins with employee-subscriber ratios drawn from other start-up telecommunications industries. At mid-point in the PCS industry's development, the analysis utilizes employee-subscriber ratios consistent with current cellular industry

^{1/} Telocator is a long-standing trade association representing companies in the cellular, paging and personal communications industries.

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employment.^{3/} Rather than continue with that ratio, the analysis utilizes more conservative ratios as the PCS industry grows to reflect greater efficiencies being realized.^{4/}

Indirect Employment (127,667 jobs). This category includes dealers, distributors, resellers, consultants, engineering, billing and maintenance contractors, and other types of jobs that are created indirectly by the activities of PCS licensees. It is based on ratios that have been experienced in the cellular industry, which provides a useful analogue for PCS. The use of cellular figures is conservative in that PCS may be significantly more infrastructure-intensive than cellular and thus produce more indirect employment in engineering and construction services in its growth years.

Manufacturing Employment (40,853 jobs). The analysis assumes an export-import ratio of only 1:1.25 (that is, we export 25 percent more than we import). This is also quite conservative; as you know, our balance of trade in wireless telecommunications equipment traditionally is quite good and will improve if we can implement PCS swiftly and thus gain a foothold in the immense international market for PCS.^{4/}

^{3/} This analysis is very conservative in that it begins with employment ratios associated with the cellular industry rather than significantly lower ratios associated with the landline telephone industry (which if applied to PCS would probably double our job estimate). Some would argue that the latter figures may be more appropriate for PCS in the long run, because PCS will become more of a competitor to local exchange telephony as it matures.

^{2/} This analysis is significantly more conservative than some analyses that analyze PCS at maturity based on current cellular employment figures (that is, the cellular industry has created 100,000 direct and indirect jobs with 11,000,000 current subscribers; if the PCS industry serves 60,000,000 subscribers at maturity, it should employ more than five times as many employees, or at least 500,000).

^{4/} Many would argue that this figure is very conservative because the types of PCS being developed in the United States will leapfrog over more rudimentary technologies being developed in the European Community and the Pacific Rim. If PCS is implemented swiftly, the United States will capture a greater share of the international equipment market, a

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The number of jobs created per dollar of manufacturing output is consistent with the current employment practices of large telecommunications manufacturers with whom we consulted in crafting this analysis.

Please give me a call with any questions about this analysis. We have not forgotten your invitation for comments on specific auction processes that could be utilized and will provide comments to you on that matter soon.

Very truly yours,



Kurt A. Winner

Enclosure

cc: Ronald L. Plessner, Esq.

higher export-import ratio would be justified, and more jobs would be created.